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ABSTRACT

The content of this report provides a summary of activities of the Northeast Regional Deans' Grants Meeting. In addition to information on proceedings and activities, four papers presented at the meeting on the subject of evaluation of Deans' Grants projects are reproduced in their entirety. (JD)

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PROCEEDINGS

of the

DEANS' GRANTS
NORTHEAST REGIONAL MEETING

U.S. DEPARTMENT OF HEALTH
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March 29 & 30, 1979
Washington, D.C.

SP 015 233

PROCEEDINGS

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DEANS' GRANTS
NORTHEAST REGIONAL MEETING

Sponsored by the Northeast Region B.E.H. Deans' Grants
Dean Corrigan, University of Maryland, Co-Liaison
Harold Mitzel, The Pennsylvania State University, Co-Liaison

Supported by Bureau of Education for the Handicapped
through the
National Support Systems Project

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Deans' Grant, University of Maryland

David J. Rhoads, Conference Coordinator
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University of Maryland
College Park, Maryland

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Introduction

The content of this report provides a summary of activities of the Northeast Regional Deans' Grants Meeting. The report also may be a helpful reference in identifying persons associated with projects of special interest or particular skills. It will be noted that parts of the report are presented in greater detail than is customary. This has been done with two purposes in mind. As indicated above, it may be a convenient reference. Additionally, parts of it may be suggestive of models or examples of alternate means of communicating our concerns as they relate to the implementation of PL 94-142 and Deans' Grants in particular. For instance, the excellent presentation by Fred Weintraub is available on cassette audio tape and in computer produced Grade II braille.

In the event that additional copies of these Proceedings or parts of it would be helpful to you, please contact the conference coordinator, Dr. David J. Rhoads, College of Education, University of Maryland, College Park, Maryland 20742.

We want to take this occasion to express formally our appreciation to the consultants, leaders, guests and all participants for their participation, enthusiasm, support and expressions of gratitude during and after the conference.

Dean C. Corrigan
Harold Mitzel
Regional Co-liaisons

Deans' Grants

The Education for All Handicapped Children Act of 1975 (Public Law 94-142) requires that all states receiving these funds provide a free appropriate education for all handicapped children in a least restrictive environment.

The Deans' Grants Projects are competitive grants to colleges and universities funded and administered by the Division of Personnel Preparation, Bureau of Education for the Handicapped, U.S. Office of Education. The grants are awarded to institutions as one approach in support of this legislation to improve and update preservice instruction to teachers of all children, including those with handicaps. Grants are awarded specifically to the dean as director in order to assure implementation and program change.

In 1978-79 there are 65 Deans' Grants in 34 states. Approximately two-thirds of the host colleges are in urban sites and one-third in rural areas. Awards are made at large and small institutions, many of them for three year cycles. Some common project activities include awareness and staff development, curriculum revision, administrative restructuring, instructional development and shared materials, field related activities, and documentation and outreach.

Deans' Grants are informally organized into five geographical regions wherein key deans ("liaisons") serve as lead coordinators and assist the projects in their region as well as advise the national support system. The regional groups act as a vehicle for encouraging regional assistance to problem-solving, enabling individual attention to projects, and facilitating the sharing of ideas, information, materials and technical assistance.

B.E.H. Deans' Grants

Northeast Region

1978-79

University of Connecticut
Storrs, Connecticut

American University
Washington, D.C.

Westfield State College
Westfield, Massachusetts

University of Maryland
College Park, Maryland

Glassboro State College
Glassboro, New Jersey

Rutgers College
New Brunswick, New Jersey

State University College
Brockport, New York

Bank Street College
New York, New York

Fordham University
New York, New York

Hunter College of CUNY
New York, New York

State University College
Potsdam, New York

Syracuse University
Syracuse, New York

Duquesne University
Pittsburgh, Pennsylvania

Pennsylvania State University
University Park, Pennsylvania

University of Puerto Rico
Rio Piedras, Puerto Rico

Virginia Commonwealth University
Richmond, Virginia

Conference Program and Participants

The meeting of the Northeast Regional Deans' Grants held at the Holiday Inn at 1501 Rhode Island Avenue, Washington, D.C. on March 29 and 30, 1979, was the second region-wide meeting for this region.

The main focus of the program was to identify some of the main concerns of the Deans' Project leaders and participants; to learn about evaluation techniques and strategies; and to provide a forum for sharing and exchange among the participants.

A copy of the program for the meeting is included as Appendix A. Basically, the format for the one and one-half day meeting consisted of: initial small group sessions to identify problems and concerns which were presented by reporters to the entire group; a panel response to the field-based questions; three resource persons presenting issues and methodologies for the evaluation of deans' grants; a speech regarding professional responsibilities in personnel preparation; background information regarding state plans for personnel development; and a panel of state department administration and teacher training representatives from Connecticut, Maryland, Pennsylvania and Virginia discussing the content and process of plan development in their states.

Conference participants included deans and Deans' Grant program staff, evaluators, state and federal education agency representatives, advisory committee members, professional association staff, graduate students and research associates. The complete list of participants and the institutions they represent is included as Appendix B.

Introductions and Problem Identification

Program participants were welcomed, and opening remarks were made by Dr. Dean Corrigan, Co-Liaison and Dean of the College of Education at the University of Maryland. Self-introductions were made including the person's name, agency or institution, and role regarding Deans' Grants. Dr David J. Rhoads, Program Coordinator, explained the purpose, format and timeline of the morning program.

Persons were each assigned to one of five small discussion groups. An attempt was made to have representatives from the same institution participate in different groups and to have a variety of states, agencies, and perspectives included in each group.

The following reporters recorded the problems and concerns identified by their group and reported back to the entire group:

Dr. George Jeffers
State University College
Potsdam, New York

Dr. Ronald Koble
The Pennsylvania State University
University Park, Pennsylvania

Dr. Harold Ladas
Hunter College
New York, New York

Dr. Margaret Lay-Dopyera
Syracuse University
Syracuse, New York

Dr. Linda Noker
Westfield State College
Westfield, Massachusetts

These sessions stimulated considerable discussion, and numerous problems and concerns were identified. In general, they addressed the following topics:

College and University Faculty

How to get them interested
How to get them involved
How to get them to change
What strategies are effective?
What institutional rewards can be used?
Obtaining information about P.L. 94-142
What are appropriate expectations for liberal education faculty?
What objectives should faculty set?
Does everybody have to do everything?
How to deal effectively with peer pressure
How to overcome lack of free time

Teacher Education Curricula

How to redefine the teacher's role
In redesigning teacher preparation, is there agreement on what the design should look like? (local and state education agencies, regular education, special education, etc.)
Developing clinical experiences for students
How to deal with the diversity of disabilities
What types of disabled children are most likely to be in regular classrooms?
Communication with parents
Certification requirements
Reciprocity of certification
Textbooks and materials are needed for foundations, methods, and core courses (Ex: currently no history of the handicapped, etc.)
Dealing with confrontation

The Evaluation Process

General impact of grants
Are we trying to change attitudes or behaviors or both?
How to evaluate educational outcomes in a short time frame (without time to include the perceptions and knowledge of graduates)
What kind of evaluative instruments are appropriate to use?
How to monitor organizational or institutional change
What criteria can be used to determine the success of the projects? (Faculty attitude? Impact in schools? etc?)
How to evaluate an evolving process
How to prepare a documentation protocol when the strategies and goals of the projects change
Is the size of the institution relevant?

Roles and Relationships

How to collaborate with public schools
Locating schools for effective implementation experiences
How to provide clinical experiences for higher education faculty
Do school teachers bear too much of the burden? How can teacher educators encourage restructuring in schools to reduce the burden on teachers?
Psychological distance between deans' grants and other units of university/college

How project activities within an institution can be coordinated across departmental/divisional lines

Who should be responsible for in-service work? (Colleges? State Departments of Education? Public Schools?)

What is the role of state departments of education?

What is the role of college and university departments of higher education?

What is the relationship of teacher training programs to occupational education?

Panel Response to Field-Based Questions

The afternoon session began with a panel presentation that responded to the problems, issues and concerns identified by participants in the small group sessions that morning. Panel participants were introduced by Dr. Harold Mitzel, Co-Liaison and Dean of the College of Education at The Pennsylvania State University.

Dr. Garry McDaniel
Research, Innovation and Development
Bureau of Education for the Handicapped
U.S. Office of Education
Washington, D.C.

Dr. Gene Hall
Project Director
Research & Development Center for
Teacher Education
University of Texas
Austin, Texas

Dr. Barbara Nadler
Coordinator, Deans' Grant
College of Education
Rutgers College
New Brunswick, New Jersey

Ms. Diane Merchant
Assistant Director
American Association of Colleges
for Teacher Education
Washington, D.C.

Panel members were present during the morning deliberations and met over lunch to discuss the problems that were identified and the nature of their responses.

Dr. McDaniel made several comments in response to the questions of who and what is needed by the school system. He referred to HEW's recent evaluation report to Congress on PL 94-142, Progress Toward a Free Appropriate Public Education (OE 79-05003), which contains state by state information regarding who is on board and who is needed. The services required by the law are not necessarily services that people know how to implement.

First, non-discriminatory testing is a major issue. The standard of what's reasonable practice is the standard that would be referred to in litigation, and APA/AERA National Committee Standards are not currently being implemented. It takes more than an individual to implement a non-discriminatory, reasonable and good testing program. Schools will therefore need a lot of help with this. The second requirement is for individualized educational programs (IEP's) and about 3.8 million of them have been produced. Despite college-level training regarding the development of behavioral objectives, etc., people have been stymied regarding the preparation of IEP's. The question here is not what is needed, but who does it. "Least restrictive environment" requires teachers to be very precise about what a child's needs and outcomes are. The law also requires a hearing process, and this requires school lawyers to know something about children's programs. All of these requirements involve more than trained individuals for implementation; they require a whole system.

In terms of how one evaluates a program and determines whether it is appropriate, he referred to the recent Congressional Report which also counts the number of disabled children in standard categories with regard to types and extent of disability. This provides information re where the needs are. It also includes information re the restrictiveness of the environment that children are in. Sixty-eight percent (68%) of the children are in the regular classroom and receiving a service outside. A large number of children diagnosed as mentally retarded are in the regular classroom for 90% of their education. Teacher/student ratios by disability, length of programs, and other descritpive data can assist institutions in determining whether programs are geared to the right kind of people and the right kind of substance in training.

Deans' grants and other program grants represent an attempt to break historical roles and traditional patterns. Anecdotes and other means of documentation are often very useful in describing these programs to Congress.

Ms. Merchant focused her remarks primarily on faculty incentives, a concern raised by several of the small groups in the morning session. She stressed the importance of:

1) Having a dean who provides public support and who can facilitate the smaller steps that make a project work.

2) Making sure that the person with major responsibility has high credibility with the faculty in the whole college. They should be able to deal with faculty in a

personal way and facilitate curriculum and materials development.

3) Keeping lines of communication among the faculty open. Departmental meetings, conferences, and workshops can facilitate this. Experience with handicapped persons is important.

4) Using money as an effective reward. Overload pay, summer contracts for material development, participation on panels at conferences, and recognition of a person's work by the dean have been used effectively as incentives for faculty participation.

5) Hiring disabled persons as professionals in the program. Few efforts have been made to recruit, train, and place handicapped teachers.

Dr. Hall identified three issue areas from the morning session: implementation (how-to-do-its), documentation/evaluation, and criteria for success.

His institution's research involves, in part, an analysis of interventions that occur in the change process. They define an intervention as "an action or event or a set of actions and events that influences the use of the innovation." In this situation, mainstreaming or the Deans' Grant project is the innovation. Most conference participants are basically managing change efforts and doing interventions. Types of interventions include incidents, tactics, strategies, game plan and policy.

He encouraged participants to think beyond the current day-to-day crises and to analyze and use knowledge of the advantages and disadvantages inherent in various strategies Using overhead transparencies he reviewed a number of examples with unique titles such as "Experimental Programs," "Wonder Woman/Superman," and "The Pennsylvania Contingent."

Dr. Nadler emphasized the need to be aware of the complexity of the problem and to be realistic. She indicated that one needs to recognize that this process involves a revolution, a re-examination of the whole educational process, teacher-training in general, and relationships between the public school and colleges and universities. The leadership person needs to be someone who is committed and has major involvement with the process.

Taking time to think out an intended future can be helpful in visualizing what will be occurring if the program is successful. Too often we are busy doing rather than reflecting on what needs to be done. Understanding and using skills for a change process are needed as well as knowledge

of special education. People need to learn how to work together and to institutionalize collaboration.

She recommended identifying people who can become a personal support group. Although this is exhilarating work, it can also be lonely and discouraging at times, and support and feedback from others when things go wrong can be helpful. PL 94-142 provides the framework for a long-term endeavor, and Deans' Grants personnel need to be realistic regarding what impact can be accomplished in three years.

Following the responses and comments of the panelists, members of the group raised questions and initiated further discussion regarding the long-term nature of the process, advantages and disadvantages of decree/mandate legislation, burnout in Supermen and Wonder Women, extent and effectiveness of available resource materials for instruction, and the nature and use made of grant evaluations.

Deans' Grant Evaluation

The afternoon program continued with formal presentations regarding the topics of evaluation and documentation by:

Dr. Diane Reinhard
College of Education
University of Oregon
Eugene, Oregon

Dr. Dexter Chapin
College of Education
University of Maryland
College Park, Maryland

Dr. Gene Hall
Research & Development Center for
Teacher Education
University of Texas
Austin, Texas

The day ended with a presentation and discussion of personnel preparation as it relates to PL 94-142 by:

Mr. Fred Weintraub
Council for Exceptional Children
1920 Association Drive
Reston, Virginia

The content of their remarks appears in the following pages. (Note: Dr. Hall's two individual presentations at the conference are herein combined).

Project Evaluation: Panacea or Pandora's Box?

Diane Reinhard

If this were 1969, I would come to you with great enthusiasm and say, "We have models now to solve your evaluation problems. We have the Stufflebeam CIPP Model and the Provus Model and the Stake Countenance Model. We can choose between formative evaluation and summative evaluation. We are making exciting progress in evaluation. We have only to choose the appropriate model to be successful in changing your most stubborn adversaries attitudes about a project...." My enthusiasm would have been a reflection of the trend ten years ago to view evaluation as the panacea for the pains of change. However it's not 1969--it's 1979 and now we must talk about evaluation not as a panacea, but perhaps as a Pandora's box.

In a preface to Egon Guba's monograph about naturalistic evaluation, Eva Baker describes the origins of evaluation as a response to a demand for accountability, and notes the tremendous increase in evaluators and projects to be evaluated. Baker feels that as the field has expanded, evaluators have begun to learn to put away "childish things; among them, simple-minded views of the world, fantasies of perfection and control, and the relaiance on ready-made solutions to non-standard problems." In the years I have been evaluating, I have had to put away my childish belief that evaluation is somehow untouched by its political environment. I know now that evaluation is a political activity, and that the sooner everyone realizes that, the better off we will all be. I have had to put away my childish belief that evaluation is objective and free from bias. Finally, I have had to put away a belief cherished most of all by someone trained as a professional evaluator: that every project needs an evaluation. Sometimes that is the last thing a project needs! I know that it may put some of my colleagues out of business, but we need to be very careful in analyzing each situation and determining whether an evaluation strategy is required. Often other strategies, such as organizational development, are much more helpful.

Baker continues in her comments to compare the growth of the field of evaluation with the growth of a body. Evaluation, she says, is in its adolescence, "with one physical and intellectual spurt behind it and many more to come." In its adolescence, the discipline is plagued by problems of identity. As evaluators, we worry about such things as who are the audiences for evaluations, what is the purpose of evaluation, what are the ethics, what are the standards we should seek to meet. In my part of the

program, I will try to deal with a segment of this identity crisis. I will describe some of the characteristics of a good evaluation.

Earlier today Gary McDaniels, for the Bureau of the Handicapped, mentioned the American Psychological Association test standards. These test standards are highly regarded and extremely influential, despite allegations of misuse by courts. A few years ago, evaluators decided that a similar set of standards for program evaluations would be useful. They formed a Joint Committee on Standards for Educational Evaluation and obtained funding to prepare a document on standards for evaluations of educational programs, projects, and materials. The Joint Committee Project is at Western Michigan University and directed by Daniel Stufflebeam.[1] Its members were representatives from a wide array of national professional organizations: American Psychological Association, American Educational Research Association, National Council on Measurement in Education, Association for Supervision and Curriculum Development, American Association of School Administrators, National School Boards Association, and others. In compiling the standards, committee members considered the perspectives of the evaluator, the people working in the project to be evaluated, and the people who use the evaluation reports. In drafts, the committee lists a number of criteria, complete with guidelines, pitfalls to avoid, caveats, and supporting arguments. The standards are therefore comprehensive--and have been most favorably received by professionals in the field. Some ctitics thought that they are too comprehensive, beyond the scope of our knowledge. I feel they are an excellent source of ideas for anyone teaching evaluation or trying to understand what it is about.

The Joint Committee identified four areas of concern in evaluation: accuracy, utility, propriety, and feasibility. The standards of accuracy deal with reliability, validity, and in general the technical adequacy of an evaluation. Many books have been written on this aspect of evaluation; we are left with the impression that accuracy is the only significant evaluative factor. Since most of us are all too familiar with standards of accuracy, I am not going to spend time discussing the topic. Instead, I am going to focus on the remaining issues--utility, propriety, and

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[1] I have been affiliated with the Joint Committee Project. Many of the concepts for this speech were derived from drafts of standards it has developed. The joint Committee has recently held national hearings on the standards and the final document, with revisions based upon that input, should be available in 1980. Document drafts are available through the National Headquarters of the American Educational Research Association.

feasibility--which account for almost 2/3 of the standards identified. I will give examples of standards related to these three issues and give illustrations of how they are particularly helpful with respect to Deans' Grant Projects.

Utility

When I came across a book called Utilization-Focused Evaluation, I recognized that utility was an issue whose time had come--the publishers don't risk money on lost causes. When we do evaluations, we need to be concerned with who will use them. We must identify our audiences. Deans' Grant Projects involve a number of different audiences: project personnel, faculty, deans, curriculum committees at the college level and the university level, administrators and teachers in public schools, student teachers, the Bureau of Education for the Handicapped, and the National Council for Accreditation of Teacher Education and any state accrediting agency, if we are suggesting curriculum reform.

We cannot really meet the needs of all the audiences. We can, however, draw our evaluative questions from the broadest understanding of whom the project serves. Many projects are underfunded. By considering all the concerns of the audiences for the evaluation, we can select those according to what we identify as most important. Selecting a limited number of evaluative questions is a difficult task, requiring professional judgment, and our judgments must be accurate if we are to make the most of the funds available for evaluation. Determining the most important criteria from the beginning can simplify the evaluation process and insure that the time spent collecting and interpreting data is productive.

In a newsletter from the Far West Region of Deans' Grants, Bob Lange from Colorado discusses several issues related to program evaluation for Deans' Grants. He suggests that evaluators collect baseline data, because there will be a need for collecting impact data later. He estimated that he would not be finished collecting data until 1983. This gets back to an issue raised this morning--the lack of funds for longitudinal studies. Most colleges of education are required by their accrediting agencies to collect followup data on graduates and evaluate their curriculum revision. If we use these sources of data for evaluation of Deans' Grants also, we can supplement these efforts funded by Deans' Grants project funds.

At this point, I would like to clarify the difference I see between documentation and evaluation. Recently, documentation has been emphasized, perhaps because of the problems of evaluation, but documentation is not evaluation. Evaluation is an assessment of worth or merit in terms of specified criteria. Evaluation is a judgment. Documentation is usually a judgment-free description. Too often, documentation is used as a substitute for evaluation, rather than a supplement to it.

How can we deal with the number of audiences and questions we are going to identify? Be selective. Involve others indecisions about which audiences and questions are important. Assume that evaluation plans will change as new issues emerge.

Timing in evaluation is a crucial factor affecting ultimate utility. We may have the perfectly prioritized and organized set of questions, but what good are the answers if they come after the curriculum committee has made all the decisions for the next two years? If the evaluation is to serve as a guide for decision-making, the results must be available in time to influence the decision. We must know deadlines ahead of time and schedule data collection so we can make interim reports. I recommend integrating evaluation with planning program development, using data about the previous phase to plan the next phase.

Utility is also affected by the credibility of the evaluator. The evaluator should be perceived as trustworthy and competent, so that the results of the evaluation have the meximum potential for influencing future events. Evaluation credibility is especially important for Deans' Grants, because mainstreaming is such an emotional issue. All the relevant people do not support mainstreaming. Some special educators have a hard time giving away their secrets. The evaluator must have the confidence of all the people involved in the project.

I see several common problems associated with credibility. First, in some cases, a director or developer of the project is also in charge of evaluation. Can that person, who has much invested in the success of the project, be objective? Second, many evaluators will be perceived as supporters of mainstreaming and PL 94-142. Their view may be considered biased. Third, most Dean's Grants have limited budgets. How can we involve technical experts and competent disinterested external evaluators when we haven't the money?

One solution is to contract for a "meta-evaluation" or "program audit." This involves an evaluation of the evaluation procedure. Adversaries and advocates of the program being evaluated could call in an acceptable third party to validate the evaluation procedures and results. Another possibility is to form an advisory group, composed of representatives of different viewpoints, to help design the evaluation and to monitor the activities of the evaluation team. We could serve as external evaluators for each other within each network region.

As you can see, utility is a complex issue, and one that evaluators should be concerned about. In the past, we have worried that evaluations would collect dust on shelves. Now I am concerned that the pendulum has swung too far in the other direction, that people are taking these reports too literally, are basing decisions solely on evaluations that ought to be part of a whole set of considerations. If we can examine carefully the audiences the evaluation is to serve and make sure that our observations and inferences are pointed and timely, we can conduct evaluations that meet the standards of utility.

Propriety

Another group of standards for evaluations concerns propriety. These standards are concerned that an evaluation be conducted legally, ethically, and with respect for the welfare of those working in the project or being affected by the results of the evaluation. In 1969, we were not talking about propriety, just as we were not talking about utility. Our experiences in the last ten years have given us a concern for propriety. First, we have learned the need for formalizing our agreements by developing contracts that outline who will evaluate, what the criteria will be, and when the reports are due. We must establish the structure of relationship between project people and evaluators and decide who will have access to the data collected. The answers to a host of questions must be negotiated with professional evaluators and project staff. We must decide who has editorial rights, who will have final say in determining what appears in the report.

Sometimes factors such as funding limitations require that the evaluator may have a potential conflict of interest. If that happens, its effects must be minimized. A conflict of interest occurs when the evaluator may receive financial or private gain or loss from the results of the evaluation.

Picture, if you will, a rising young untenured professor who has the job of developing an evaluation of a dean's disastrous project, a project that has the dean's name attached. Mitch Brickel has written a delightful article about this problem of evaluation. Mitch makes a living doing external evaluations. He knows that the possibility of his receiving a second contract from an institution may depend upon how favorable his first evaluation was. His job, as he puts it, is "to bite the hand that feeds him while seeming to lick it."

An evaluator should also be aware of a possible conflict between the public's right to have certain information and the project personnel's right to privacy. We must uphold the taxpayer's right to know what taxes are paying for, but at the same time, we must protect, as much as possible, the privacy of people in the project. It is important to remember that the program is being evaluated, not the people. I firmly believe that unless you can demonstrate harmful effects on particular people, evaluations should be open. Secrecy often does more harm than good, although there are cases when it is appropriate. This does not seem to me a big issue in Deans' Grants. If secrecy will be necessary, that must be decided early in the project. One reason project evaluations have in the past been kept secret is that they have been used as substitutes for personnel evaluations. We must do our best to keep them separate, although the distinction between them is often lametably unclear.

Another way to assure that our evaluations are legal is to become familiar with the legislation dealing with the rights of human subjects. Most colleges and universities have set up committees to review research proposals to make sure they comply with the law. We should know all available information in this area.

I am very concerned about the ethics of an evaluation and the way evaluators interact with their clients. Other evaluators do not seem as concerned. However, I feel evaluation is often a very threatening experience and the evaluator has a responsibility to be sensitive to the needs of the people affected. This is an important thing to remember for humane as well as for practical reasons. There's nothing easier to sabotage than a program evaluation. Teachers can refuse to attend meetings or to fill our questionnaires, for example. We need the cooperation of all project workers. If we do not behave responsibly and sensitively, we will not get their cooperation.

Feasibility

The feasibility standards deal with practicality, with whether or not the procedures proposed can be implemented.

It always takes more time to collect data than we think it is going to take. The more thought that we give evaluation design, the better off we will be in data collection. We want to minimize the disruption associated with evaluation and still collect enough data to obtain results. Some schools have become very concerned about researchers coming in and using students as data sources. In Eugene, Oregon, evaluators have to submit a proposal that answers such questions as "How much teacher time is it going to take? How much student time will be taken from instruction?"

Another influence on the feasibility of an evaluation is the political environment in which it is conducted. In The Encyclopedia of Educational Evaluation, Anderson and Ball define the politics of evaluation as "the contest of power and wills in the evaluation situation, aimed at securing credit for success or avoiding blame for failure of ongoing programs, or at assisting or preventing the institution of new programs." They identify a number of distortion techniques used to bias an evaluation report. An eyewash, for example, is what they call selection for evaluation only those aspects of a program that appear to be successful. A whitewash is a cover-up of program failure by avoidance of objective appraisal and mention of testimonials only from partisans. A submarine is an attempt to torpedo the project. Posturing is talking about evaluation a lot, but never doing it. Postponement is what happens when you say you will evaluate, but don't. Substitution is shifting the evaluation from an essential part of the program which has failed to a very minor part of the program that has succeeded. We have probably all seen reports where the political environment has caused an evaluation report to be distorted in one of these ways.

Summary

These ideas about accuracy, utility, propriety, and feasibility are but a sample of those identified in the draft of Standards for Evaluations of Educational Programs, Projects, and Materials. They do represent quite accurately what we have all learned is necessary to conduct good evaluation. The last ten years have taught us a lot about how we can improve our professional performance and clarify our goals. Experience has taught us that educational evaluation is not a panacea, but I am not discouraged about the field. The

standards now offer help in dealing with the Pandora's box of issues that concern us in the field of educational evaluation and will help us as we go about evaluating our Deans' Grant Projects. Recognizing that evaluation is more complex than we thought is a healthy sign.

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An Approach to Evaluation of Colleges and Programs of Education

A. Dexter Chapin

From the comments made this morning and this afternoon, I have many lead-ins to this set of comments. People are worried about evaluation and where their project may be going, the future impact of the project, the complexity of the project, and the complexity of the environment in which it takes place, and organizational development. I can't decide which lead-in to use, so I will use them all.

What I want to do today is to outline a model[1] that can be used to evaluate a wide range of projects. Now I'll use the term "College of Education." Depending upon your situation you can use, "program," "project," or "department." What I say will hold for all levels of organizations. The model that I present is a model of organizations based on activities, and specifically, it is the model of a viable organization. A viable organization has five types of activities within it:

Activity Type 1. These are the production activities. It is where the resources are turned into outputs, goal achievement. It can be a classroom, a seminar, or a thing like this.

Activity Type 2. The second type of activity is coordination. In the College of Education, coordination activities are the activities that make sure that you get reimbursed for getting here. It's the activity that makes sure that the lights are on, the bills are paid, that the students are going from one class to the next class. Basically, it involves what a good secretary does.

Activity Type 3. The third type of activity is management, and management is concerned with maintaining the status quo in the face of institutional or organizational change. As the resources drop off, or as Proposition 13 becomes popular, management comes in and says, "Well, we'll have to do something about this." But management continues to try to achieve goals, a specific set of goals, in the face of perturbations within the organization.

That's three activities: production, coordination, and management. Those three are the minimum that you will

find in an organization, and, if the organization is in a placid or stable environment, an organization made up of those three activities will survive. However, none of you is in a placid or stable environment. You're in an environment that is changing more radically than probably any of us knows. If an organization is in a changing environment, there are two additional types of activities required.

Activity Type 4. The fourth activity type is what I call R & D, research and development. Research and development is that activity, classification, or type that monitors inside of the organization. It says that we could be doing these things differently. We could be achieving the same goals in some radically different way. R & D also monitors the environment and says, "You are going to be faced with a change in the environment. Resources are dropping off; public good will is evaporating," or "Public good will is increasing," or whatever. Research and development monitors the alterations in the environment. Now, management is, within the organization, the force for stability. Research and development is the force for change. Research and development is always saying, "We could do it better." Management is saying, "It's just fine the way it is."

Activity Type 5. Most of the time research and development and management get together over a cup of coffee and work out some sort of compromise. But every now and then, R & D says, "We've got to do it differently," and management says, "We're doing just fine," and they don't want to compromise. That's where Activity Type 5 comes in. Activity Type 5 is policy setting, broad goal-setting. That's what you have with your committees or boards of laymen, board of directors, etc. They adjudicate the differences between R & D and management.

These are five different types of activities, but they don't make an organization. In order to be an institution or an organization, they must be interconnected and mutually restrained or constrained. They are constrained by the flow of information between the activity types. That is, R & D cannot go out and just research anything it wants. Management must not make decisions without any knowledge of what's going on in the production units. The flow of information and the kind of information within the organization determine what type of organization it is.

There are generally three parallel channels of communication between, say, a production activity unit and the management.[2] There's the routine communication, all the paperwork you fill out -- the faculty activity sheets, the number of students who show up, the grade cards, or whatever else you routinely fill out and send in. The routine channel takes care of a heavy load of data and a wide diverse range of data. The command channel takes care of less information and fewer kinds of information. Basically, the command channel is the channel that is used when somebody gets into trouble. The professor or researcher or whoever, communicates to his boss and says, "I'm in trouble, and I'm not doing or accomplishing what I need." The boss sends down a message, "Change in this fashion. Alter your structure in this fashion." There's a third kind of channel, and that is called the special channel, or the special situation channel. This channel takes a very low flow of information of very diverse types. It's consultative reports, audits. It's the one kind of information that you need to take care of a very special situation or problem. You have these three communication channels operating in parallel between the five activity types.

The activities of the Deans' Grants are basically Type 4 for Colleges of Education or Departments of Education. That's your position if this is an organization chart. One of the problems that organizations run into frequently is that they get confused about what kind of information to send along what kind of channel. They send information that should go through the routine channel up and down the command channel so that you, the boss, get innundated with data and starved for information. You don't know what's going on, but you have lots of paper coming across your desk.

Now, what does this mean in terms of evaluation? The Bureau of Education for the Handicapped spends a lot of money on the Deans' Grants. Yes, they want to have some changes made, but they don't want the effect of the grant to die when the money stops. So monitoring output is important; but monitoring structural change, that is, the impact of the Deans' Grants on these communication channels, is critical. If you don't monitor the structure of these channels, when the money stops the Dean's Grant dries up and blows away, and there's probably no long term change.

The first step of an evaluation based on this model is an audit, just a plain audit to see that you've got these activity types and that you've got the requisite communication channels between the activity types or the people undertaking the activity types. Farther down the road you develop an array of indicators basically to make sure that the R & D activity type is functioning, obviously to make sure that production is working right, but most critically, to make sure that the channels of communication between the production units and the R & D units are wide open. If those three elements of the organization are effective, in place, and working, then you in fact probably have a viable organization. And in fact, your organization will probably continue to exist after the money dries up.

I've given you just a very brief statement on the model. I've run through it like a hot knife through butter. It has been developed to an excruciating detail by other people.[3] I'm in the process now of developing an array of indicators based on this model that are being piloted on a couple of projects.

Reference Notes

1. The model presented is based on the work of Stafford Beer in The Brain of the Firm, McGraw-Hill, New York, 1972.

2. This discussion is based on "New Systems Science Approaches for Corporate Planning" presented by William F. Christopher at the 6th International Conference on Planning, Honolulu, November 1977.

3. See Stafford Beer, "The Organization of the Manchester Business School From Nineteen Seventy," Manchester Business School, Manchester, 1970.

Concerns-Based Adoption Model

Gene Hall

What I'd like to do is to talk about a set of data and one concept that you could measure if you wanted to. Some of you are familiar with this concept already.

There is a concept that I learned in my early academic career. There was a person I got to work with when I first went to the University of Texas who produced an enormous amount. He was prolific in terms of what he got done. He was one of those people who put in long days. He introduced me to the concept of multiple mileage. The idea is that you don't ever do one thing here and one thing there with no overlap. Multiple mileage means that things add up, and that you can use the same thing in a number of places.

It seems to me that all of you, from the questions that I've heard today are grappling with the alligators of this year's work while next year's proposal will be due only three months after you've gotten this year's grant. There is also documentation, evaluation, and training pressure. How are you going to do everything? I would suggest that the concept of multiple mileage might apply here as well.

If we're going to look at documentation as describing what's going on and evaluation as making judgments about it, then there are a number of different kinds of information that are needed. In our research at the Texas R & D Center we see using the data that you collect for documentation can also be used to make judgments about progress. These same data should also be useable as a diagnostic basis for new interventions. In our research with the Concerns Based Adoption Model (CBAM) that's the way the concepts and the measures have been designed. As an illustration, one of the dimensions of the model is Stages of Concern about the Innovation. In this presentation I would like to describe Stages of Concern and illustrate multiple ways this variable can be used.

There are some key assumptions that underlie our research. For us, change is a process; it is not an event. Just because Congress passes a law, you send a memo to the faculty, or a school holds a two-day workshop in August that doesn't mean that change is going to be accomplished. There's a process that has to unfold, and this process takes time.

Secondly, change is made by individuals. In viewing and understanding the change process, we have to start looking at those individual faculty and those individual administrators if we're going to understand how to more effectively facilitate the change process.

Thirdly, we think that the change process is a highly personal experience. There's a personal side to change. There are personal feelings, perceptions, thoughts about the change that's coming, or what I'm going to call the "innovation." Fourthly, we say that change entails developmental growth in terms of concepts and feelings about the change that's taking place.

In our model, the Concerns Based Adoption Model,(1) we look at the developmental growth in feelings with a concept called "Stages of Concern" about the innovation (SoC). Another concept called "Levels of Use" of the innovation looks at what the actual performance of a person is with regard to the innovation (e.g., mainstreaming).

One implication of these assumptions is that there are many times in the change process when the interventions have to focus on the people and not on the innovation. What that means is that there are many times when you as change facilitators are working with faculty, the last thing you should do is mention the deans' grants or to mention mainstreaming. At other times you may want to refer to the innovation as an personal issue, but there are definitely times when you should just attend to the people as people.

The following page lists seven stages of concern that we've identified in our research that people can, but not necessarily will, move through as the change process is unfolding. Data have been collected around these stages of concern in several deans' grants projects,(2) and there are several studies of other innovations where the SoC concept has been assessed. Basically, we're saying that non-users of an innovation will have more intense concerns on stages one and two, Informational concerns and Personal concerns. They're going to be asking, "What is this thing called mainstreaming?", and they're going to be asking, "What does it mean for me?" "How much of my time is it going to take?" "How is it going to affect my salary and promotion?" and, "What does the department chairperson or dean really think if I'm doing that?"

If they get involved in mainstreaming, then they are likely to start having Management concerns. "Where is all

STAGES OF CONCERN:
TYPICAL EXPRESSIONS OF CONCERN ABOUT THE INNOVATION

	STAGES OF CONCERN	EXPRESSIONS OF CONCERN
I M P A C T	6 REFOCUSING	I HAVE SOME IDEAS ABOUT SOMETHING THAT WOULD WORK EVEN BETTER.
	5 COLLABORATION	I AM CONCERNED ABOUT RELATING WHAT I AM DOING WITH WHAT OTHER INSTRUCTORS ARE DOING.
	4 CONSEQUENCE	HOW IS MY USE AFFECTING KIDS?
T A S K	3 MANAGEMENT	I SEEM TO BE SPENDING ALL MY TIME IN GETTING MATERIAL READY.
S E L F	2 PERSONAL	HOW WILL USING IT AFFECT ME?
	1 INFORMATIONAL	I WOULD LIKE TO KNOW MORE ABOUT IT.
	0 AWARENESS	I AM NOT CONCERNED ABOUT IT (THE INNOVATION).

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the time going to come from for this?" "I have the materials, but I'm having to spend forever trying to get this in on top of everything else I'm doing."

Later on in the innovation process, concerns at the impact stages of four, five and six may become more intense. They're more concerned about the consequences of mainstreaming for students. You don't move a faculty from stage zero to stage six in one semester.

Based on our research, I would suggest that probably the easiest place to make change is in elementary schools. Change is reasonably possible there and relatively easy. Change in higher education would be more difficult. There I'm reminded of a quote that's been attributed to Freud or some German philosopher, "Attempting to change a university is like trying to rearrange a cemetery." I still think it is possible in higher education for a lot of reasons, but it is sure a lot harder than in elementary schools. The hardest place, by far, I think, is in the secondary schools. If you are going to try to find impact concerns, stages four, five, and six concerns in the secondary, it could be a career long hunt. Those of you working in teacher education at the secondary education level have a lot of work cut out for you. Good luck.

What I propose to do now is show you a 12 minute slide-tape program that describes the concept of stages of concern. You will have to make one translation. The examples in the slide-tape program are of teachers in schools. If you think of "teachers" as "professors," I think you'll find that the same things apply.

(Slide-tape Program)

Do you have any questions or comments? Does it make sense?

Participant: "Have you as yet developed some kind of questionnaire or rating-scale using these so that you can find out how a faculty or teachers feel about them?"

Yes we do. There is a publications list available. We have three different ways to assess stages of concern, depending upon what you're up to. If you're up to documentation, evaluation, diagnosis, or if you're doing research, then you should use what we call our Stages of Concern Questionnaire (3) which has all the right psychometric attributes so that if your statisticians come around, you can talk about alpha coefficients and test re-test reliabilities with point eights and point nines and all that.

We have another way that's more useful for you who are change facilitators. This procedure uses an open-ended concerns statement (4). In this procedure a person is asked to just write a paragraph about their concerns about mainstreaming. Then you interpret that paragraph. This procedure doesn't work well for research, but if you want to get a good clinical feel for where your people are, it's a real good technique. If I'm going to do a workshop somewhere, then that's the questionnaire I want filled out in advance. It allows for a little more range in terms of responses.

We also do training in a way to get a quick and dirty estimate if you're just talking with someone and want to get an idea of what their concerns are. It's what we call "concerns-based consulting." If you're walking down a hallway or are on the telephone, with an interview procedure you can get a quick and dirty assessment.

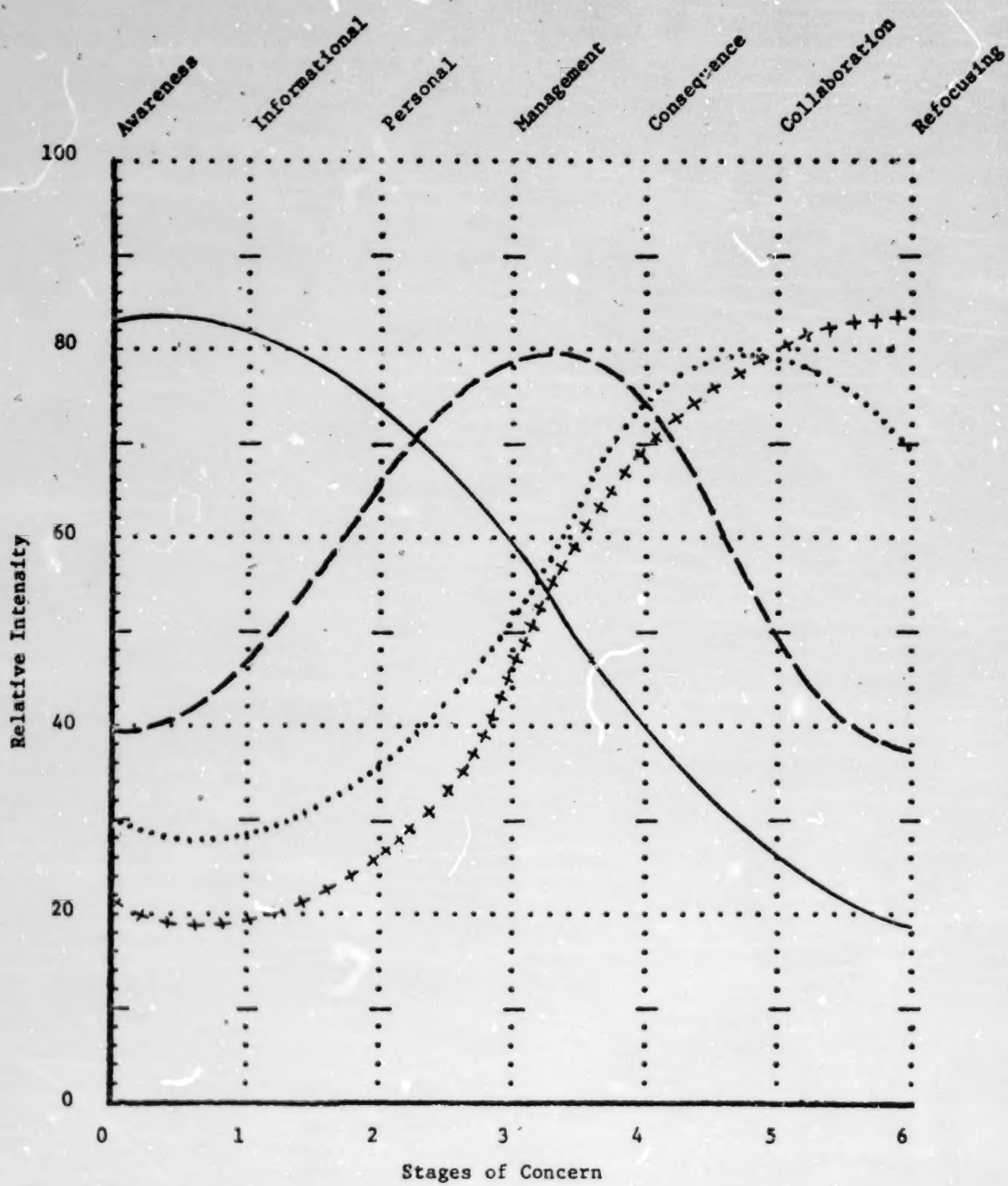
In summary I would propose that the Stages of Concern concept could be a variable that could be used to look at documentation, evaluation, diagnosis and is one way to get multiple mileage out of the same data.

What we get from the concerns questionnaire data rather than a score on a single stage, we're able to assess the relative intensity of concerns on each stage of concern. As you know, we don't just have concerns of a personal nature or management concerns at one time. We also have concerns about students. So what happens is we're able to plot a profile of the concerns that a person has. So if you're doing pure documentation, such as we've done in some deans' grants projects, you can just document what the concerns are out there. Dean Charles Ruch from Virginia Commonwealth University can tell you the results he obtained when he tried this with his faculty last fall in their Deans' Grant. In the Southeast we did a study that was reported in An Exploratory Study of Implementation of Dean's Grant Projects in the Southeast. There's also a book by Judith Grosenick and Maynard Reynolds, Teacher Education: Renegotiating Roles for Mainstreaming that has a chapter about concerns data from the University of Missouri.

Stages of Concerns Profiling

There are some general patterns that can be predicted for Stages of Concern data (See the following figure). If I don't know anything specific about a group, then I'm going to assume that they have what we call a typical non-user concerns profile. It looks like this. Non-users of an innovation in general will have a concerns profile that is

Hypothesized Development of Stages of Concern



relatively intense on stages one and two and low in intensity on what we call the impact stages of four, five and six. They are much more concerned about wanting to know more about the innovation of a descriptive nature. They don't want to know too much detail, but they want to know about it. They are also concerned with, "What does it mean for me? How much of my time is it going to take? What am I going to have to give up if I do it?" They're not very concerned about what it means for students. Message: If you're going to work with an innovation like mainstreaming, I would not spend a lot of time telling faculty that they ought to do this because it's good for students. I would spend more time informing faculty as to what it's about in orientation seminars, maybe some pamphlets, blurbs, films, etc. that work pretty well. Give them some general descriptive information, but don't give them more about penguins than they want. Keep it short and crisp, and come back a couple of times.

Also, it's important to address personal concerns. Where does the dean stand? How does it affect salaries and promotion? What are they going to have to give up if they have to do this? How is it going to affect instructional time?

As implementation begins we find that management concerns get more intense. Personal and informational concerns start dropping off. That's where the "wonder women" and "supermen" make such a big difference in implementation efforts. If they're there,then the management concerns don't get so intense or last so long. In the days of competency-based teacher education, those institutions that had directors of CBTE who were good at hand-holding and cajoling were where it really paid off. If you work in school settings, you know that in August if you're implementing a new curriculum, you have a workshop that emphasizes how-to-do its. What we have found in our research is that management concerns don't become intense until you're actually thrown in the water. Even the day before you have to use the new science curriculum, you're not concerned about it like you are the day after you started using it. I would suggest that the management concerns workshop that everyone does in August should come in late September.

In time, if the innovation is appropriate, if the unit managers, chairpersons, deans, or principals do the right job, it is possible to see the faculty develop a concerns profile that looks like this, where various kinds of stage four, five and six concerns, impact concerns, are high and their personal and informational concerns are relatively low. There are a lot of ifs if you're going to have this happen.

I can show you institutions where it has happened. I can show you a lot more where it didn't for some reason or another.

Other Documentation Ideas

I would like to offer a couple of other ideas for documentation that may be helpful. We have talked about the how-to-do-its of implementation, documentation and evaluation and criteria for success. I would like to run across those with some other examples and concepts from our studies.

Now it's time for a quiz. You have one minute to tell me what "SBTE" means. What does SBTE mean?

What I'd like to do with this concept is to describe how we approached another evaluation study that will give you an example of how to do documentation as well as to get diagnostic data back. None of you gave me the "right" answer of what SBTE stands for, which was also true in the study that we did. The study was done in Texas with a FIPSE grant at the University of Houston. The goal and the focus of the project was on School Based Teacher Educators. Three years ago in Texas, there was a project that had as its goal the development of training materials for school-based teacher educators and to establish a network of teacher centers in Texas to do work and to set some policies and directions around SBTE (5).

That's a dream for an evaluator. What we had with that label SBTE was a tracer that we could use to track the increasing frequency of awareness of SBTE across the study. The study design entailed development of a questionnaire that was diagnostic the first time it was administered. (If you're going to do a questionnaire, it should be relatively short. The one we used here was three pages). There are 65 teacher centers in Texas. One of the questions we were looking at was, how many of those teacher centers did the respondents know about? Name the ones you've had contact with. We were also concerned with how they learned information about teacher education activities in Texas. In the first questionnaire we were trying to get at diagnostic information that would help this project find out how to disseminate information to the various teacher centers. As a part of the analyses we constructed a map of the state and put lines on it representing what one teacher center knew about each other teacher center. With repeated questionnaires over the three year period, we were able to watch how these interactions changed. The sample was a random sample of the entire population targeted by the SBTE project. We were able to draw a map, figure out what teacher centers

anyone knew about and in addition, what teacher centers did they get information from or had contact with.

If you want an innovation to get diffused throughout a social system (a university, the state, the local community or your LEA), you could draw that kind of map, have that kind of sample in the study and in the beginning figure where the hot spots and the opinion leaders are going to be. This clearly showed us in our study that we needed to attend to certain key centers that had opinion leaders who were influencing others.

An interesting phenomenon was also observed, similar to the black holes concept in astronomy. We found that there were teacher centers out there where information goes, we think, because the post office delivers in that area, but nothing comes out! Black holes take in everything including light but nothing escapes. So we had these black holes around the state that no one ever heard from. Every year they get money from the state, but that appears to be the only time they're ever heard from when there are forms to fill out.

Hopefully, you can generalize this process to your own situation. Perhaps your map would include the higher education departments of your university and the local schools in your state or region. This is data you can get from a questionnaire. In the beginning it is diagnostic data. At the end you can see whether you have increased the number of linkages or lost them.

Another part of our questionnaire directly asked "Have you ever heard of SBTE?" Yes? No? "If yes, where did you hear about it?" We were trying to figure out which activities the project engaged in had paid off. "When did you hear about it?" And then a test of validity, "What does it mean?" What we were able to do from that data was to plot the frequency of awareness from the different times that we sampled as well as from the dates they gave us as to when they heard about SBTE. The project was alive from 1975 to 1977. During that time we had a great leap forward in terms of awareness of SBTE as well as increased use of the valid definition.

Maybe you don't have a tracer such as SBTE, but you can pick out something else as a tracer and watch how it moves if you want to demonstrate whether you're having impact.

Another way to display the data is just to look at what the situation looked like from one year to the next. Here is a chart with dots showing where valid reports of the meaning of SBTE were at two different times.

Another thing that we did with the questionnaire was to ask how the respondent obtained information. We asked them to check some alternatives like conferences, personal communication, mail, or whatever. It was clear in this sample, as it is in most diffusion studies, that they got most information face-to-face. So rather than having the project spend lots of time initially in developing brochures and mailing them out, it was decided to hold regional meetings within the state and to tie these meetings in with other target group meetings that were going on. Awareness presentations were done.

Another thing that was done after looking at the map of data about who was in touch with whom, was to establish a project advisory board to help set policy for the project. The directors of the teacher centers that looked like hot spots were picked to be members of that policy group.

Levels of Use of the Innovation

Now I want to talk about "levels of use" of the innovation (6). This phenomenon looks at the individual but in terms of what they are doing, not in terms of what their concerns are or how they feel. What are they actually doing with the innovation? See the following page. The first level of use is zero. They are not doing anything in regard to the innovation. If the innovation is mainstreaming, the person on level of use zero doesn't read your brochures, doesn't read your memos when you send them, and doesn't attend your orientation meeting, or if they do, they read a book or do their lesson plans then. You can also describe other levels of use behavior. We find that 60-70% of first-time users of an innovation will be at a Mechanical level of use. There's a disjointed, linear following of materials. They have logistical problems, and there is a very short-term focus in their planning. They can tell you perhaps what will happen tomorrow but not four weeks from now. It's like learning to drive a car and focusing on adjusting the mirror, remembering to push the clutch in before starting, not pushing too hard on the brake, not shifting too hard, etc. All you were worried about was the next turn in the road. Now most of you probably drive at a routine level of use. You drive from here to there without thinking about the process.

LEVELS OF USE OF THE INNOVATION: TYPICAL BEHAVIORS

LEVEL OF USE		BEHAVIORAL INDICES OF LEVEL
VI	RENEWAL	THE USER IS SEEKING MORE EFFECTIVE ALTERNATIVES TO THE ESTABLISHED USE OF THE INNOVATION.
V	INTEGRATION	THE USER IS MAKING DELIBERATE EFFORTS TO COORDINATE WITH OTHERS IN USING THE INNOVATION.
IVB	REFINEMENT	THE USER IS MAKING CHANGES TO INCREASE OUTCOMES
IVA	ROUTINE	THE USER IS MAKING FEW OR NO CHANGES AND HAS AN ESTABLISHED PATTERN OF USE.
III	MECHANICAL USE	THE USER IS USING THE INNOVATION IN A POORLY COORDINATED MANNER AND IS MAKING USER-ORIENTED CHANGES.
II	PREPARATION	THE USER IS PREPARING TO USE THE INNOVATION.
I	ORIENTATION	THE USER IS SEEKING OUT INFORMATION ABOUT THE INNOVATION.
0	NONUSE	NO ACTION IS BEING TAKEN WITH RESPECT TO THE INNOVATION.

We measure Levels of Use (LOU) with a focused interview procedure (7) that uses a branching format so that we're able to have a casual conversation with a person while finding out what their level of use is. What we are able to do is to assign a person a particular level of use. For those of you who are psychometrically oriented, interviewer-rater reliability is normally in the .9 plus range. We use percentage of agreement, which for a reliable interviewer has to be in excess of 67%. For those of you who are concerned with validity of self-report, we've done an ethnographic study where we got levels of use interview data on people and then had ethnographers follow the people around from their arrival to leaving school. The ethnographers recorded descriptions of the teaching activities and rated their level of use based upon their observations. A third staff person rated the protocols that the ethnographers developed. The correlation between the ethnographers' ratings and the levels of use interviewer's rating was .98.

What we did in An Exploratory Study of Implementation of Dean's Grant Projects in the Southeast was to do a crash course in training deans and project directors on how to do levels of use interviewing and in having understandings of Stages of Concern profiles. During the rest of the 1978 summer, people from one project would go to another project in the Southeast and do levels of use interviews on a stratified sample of eleven people. We also collected concerns level data on the entire population. Then in the late summer we were able to analyze the data and to give every institution their concerns profile as well as an assessment of the levels of use of the people interviewed. We accomplished a number of positive things in this project at one time: deans and project directors became involved in another site, they became familiar with new concepts in enough detail to use them to analyze other programs, and they collected useful data. Some of the outcomes of that data are interesting to look at. The different institutions could be plotted on a levels of use scale based upon the interviewers' ratings. Institutions could be compared. In our own research we're doing longitudinal studies over three or four years, studying how levels of use change.

Innovation Configurations

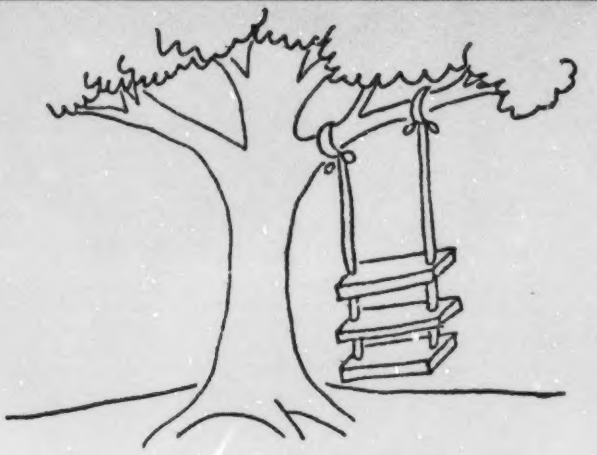
One of this group's questions yesterday had to do with criteria for success. Another concept in our work that we're looking at besides the individual is the innovation that's being implemented. I think it's clear if you look at it from the user's side that the innovation gets mutated.

It gets adapted differently in different classrooms, not just at different campuses, but by different individual users. That results in what we're calling different "configurations" of the innovation (8). Here's an example of what that might look like. Here's the innovation as proposed by the project sponsor, as specified in the project request, as designed by the senior analyst, as proposed by the programmers, as installed at the user's site, and that's what the user wanted. Any one of these configurations can be found in a classroom at any time. The innovation is generically called a swing. (See following figure).

What happens when you as change facilitators go out to implement the innovation? Are you clear on what your criterion for success is? Which one of these or which several of these configurations are acceptable? Or are all of them acceptable? What is a high-fidelity implementation in your case of mainstreaming?

It is terribly important that you develop some definition of this at the beginning of the change effort. Otherwise you're going to end up somewhere other than where you started, or you'll be constantly giving confusing signals. If you look at an example like the mainstreaming (PL94-142) movement, the definition of acceptable configurations of the innovation has evolved over the three or four-year life of the mandate. In competency-based teacher education, CBTE, the definition evolved as more experience and knowledge was gained with the concept. What that does to clients is that they are constantly confused, because one year they hear that this is the configuration to use. Six months later it's that one, and then they hear from someone else that it is still another configuration. That greatly increases the confusion as well as the heterogeneity of what the innovation looks like out there. This is not to say that diversity is not acceptable, just that it should be an a priori decision.

Now what happens when you go to evaluate? I would hypothesize that different configurations will have different outcomes. In most evaluations that are done you don't know whether all the classrooms or all the sites had this or that configuration. In the study we did in the Southeast we tried to look at minimum criteria for use, and what we found was that the only way to do it was on a site by site basis. Everyone got a little more conservative than what was in their proposal when they were asked what their criterion for success was knowing that we were going to go out to measure it. At one site we didn't even get a criterion nailed down. At another site, for example, they said



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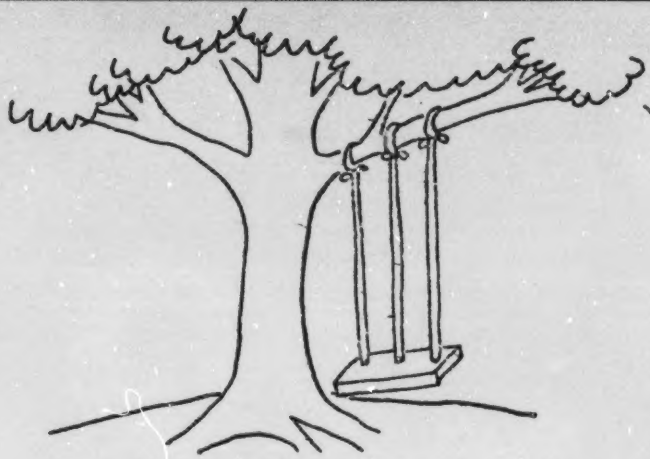

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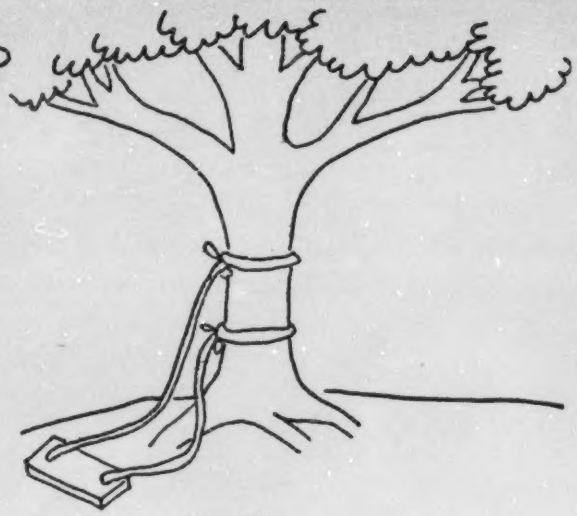

AS DESIGNED BY THE SENIOR ANALYST.

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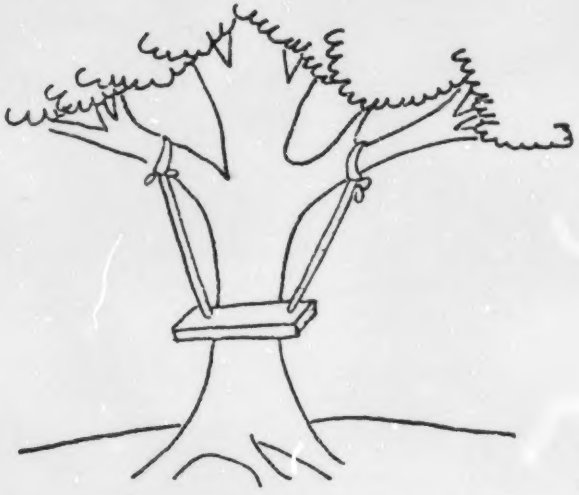

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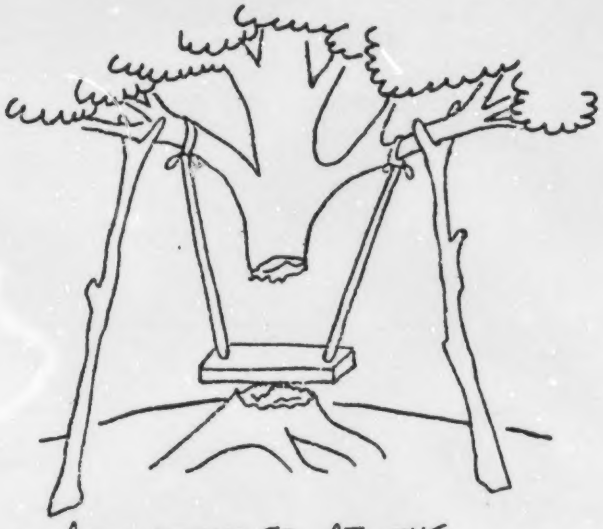

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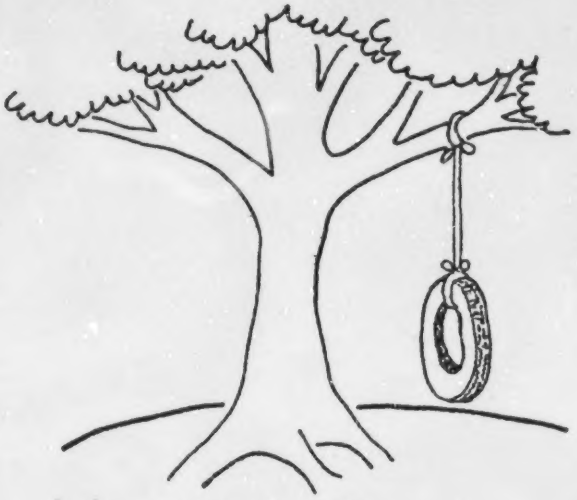

WHAT THE USER WANTED.

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course content has to include strategies for mainstreaming. Another project said that faculty had to attend one project activity that the deans' grant offered and also include stuff in their courses. So depending upon where you are in your project, this criterion might change. How many of you know what that criterion is for your project?

In our work on configurations, we suggest that you ought to be looking at three questions:

1. What materials and stuff will be in use when you've got an acceptable configuration?

2. What will people be doing if the configuration is acceptable and in use?

3. What will you observe if you observed that thing in operation?

In other words, I want to know what I would see concretely if I'm going out to observe your innovation in use. I don't want an armchair academician answer. What we find is that what developers and armchair academicians describe doesn't translate into practice with high-fidelity.

Some Questions About Your Innovation

I want to end with what will probably wear out my welcome. I want to talk about the change process and somehow ask you to step back from your tremendous commitment and loyalty to special education. Try to pull back and look at a larger picture of the world. Think about the change process in general and what we call "system overload." Most of you are in higher education, and for most of you 94-142 is probably the first time that a heavy federal mandate has arrived. You've had others like Title IX and the copyright laws, etc. But this is the first one that's hit you continually on an on-going day-to-day basis. If you look at this meeting and the activity that's going on everywhere, it's taken a lot of your time and energy as well as a lot of resources. It's causing a lot of dilemmas. Think about that in terms of what one "innovation bundle" requires. It's got many components to it. In this case there are even fuzzy definitions, which even further adds to the problem.

Let's shift if we can now to a model of a highway. Most of you in the Northeast have experienced traffic jams at some time. If you take an interstate or two-lane highway, you can put a few cars on it, and it will go along fine. There will be some cars that will zip through and pass

others, and you will have some cars that will go slow. But what happens if you keep adding cars? All of a sudden you get to the point where traffic starts slowing down and getting bumper to bumper. And if you keep adding cars, what happens? After a while you get to be like Houston. Houston has a suburb that sprawls to the west for thirty miles, and there's only one interstate highway that goes into the city. It's gotten so now that my colleagues in Houston have to leave home at 6:00 A.M. to be at work by 9:00 A.M. What has happened is that they've finally poured so many cars onto the highway that it doesn't move. Well, that's how I would operationally define "system overload."

I don't think that you're there from having the deans' grants and mainstreaming, but let's shift to another group of folks who, I think, have to be getting somewhere near system overload. That's your colleagues in school systems. I'll try not to pick the ones you associate with too much, because you represent a special interest. Unfortunately, you're not the only special interest. You're not the only car on the highway. Again, I'm not talking about the validity of special education or mainstreaming at all. I'm talking about the change process.

Think about the superintendent out there who's going through what you're going through with mainstreaming, only he or she not only has mainstreaming. There's multi-cultural education, federal mandates on bi-lingual education, Title I, occupational and career education, desegregation, minimal competency testing, and others. Each one of them has as dedicated and zealous a group as you are. My question becomes, "How many cars can you put on the road?" How many cars can we put on the road before the whole thing comes to a halt?

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Professional Responsibilities in Personnel Preparation

Fred Weintraub

One of the most difficult challenges in the world is to speak to a group at 4:30 in the afternoon. I am pleased however, to have this opportunity to talk to deans and other people who work in higher education. Bert Blatt, the Dean at Syracuse, once noted that "America may truly move ahead when equality of educational opportunity not only becomes an individual's right and the group's responsibility, but the individual's responsibility and the group's right." I think that's what Public Law 94-142 is all about, and I think that, hopefully, is what the Deans' Grants Projects are all about. The question facing us is not to define the responsibility of the teaching profession. But how do we instill within educators the individual responsibility to the group in terms of the group's rights? Handicapped children are a symptom of the problem, not the problem. They are one minority within many minorities in education, and the problems and the issues that we address relative to them in higher education are the same problems and issues that we wrestled with in the late 1950's and in the 60's and 70's in terms of racial and language minorities, women and others. It's the question of how do we instill in the professionals that we prepare the feeling of a responsibility to the rights of the people to whom they relate.

Given that premise, I'd like to share five thoughts with you about PL 94-142 that may have bearing on the issues you are facing at this meeting.

The first thing I think that people need to understand is the concept called "zero-reject." It's a concept that says, "As an educator, I am responsible for all children. The system may not exclude any children. All children are my children. As an educator, I need to embrace all children within my concept of who I am and what my responsibility is." Now that concept does not mean that I have to teach all things to all people, but rather a belief in the educability of all children and a willingness to accept the responsibility to see that the child's educational needs are met whether I do it or not. Historically, our teacher-training programs trained people either explicitly or implicitly that many children could not learn. I'm even fascinated by my colleagues in education who suggest to me that the fact that handicapped children were not in school before PL 94-142 was the result of the policies of government that refused

to allow them to go to school. I contend that's wrong. Handicapped children were not in school because educators did not want them in school. The policies of our education system are a reflection of the policies of educators, not the policies of some external force of government. So children were excluded from school because we believed that children who couldn't talk, walk, etc., couldn't learn. And we certainly believed that children who crapped in their pants couldn't learn. I'm sure Dewey expressed it somewhere in his writings, "He who can't control his sphincters, can't learn." Now we laugh about that, but the primary reason why handicapped children were excluded from school was because they were not toilet trained. Because there was a presumption that it was not within the role of an educator to deal with somebody who was incontinent. So I'm saying that we begin now with 94-142 and the other laws of our land that suggest to us that we as educators must believe in a zero-reject concept. We must believe that education and we as educators have a responsibility to all children and that the education of children is larger than that which goes on within the confines of my classroom, and my school or my school district. And I, as an educator, am going to be as concerned about the education of a child in a school as I am about the kid in an institution, as I am about the child in a correctional facility or wherever that child may be. Education has a meaningful role and function for the child, and I have an ethical, moral and legal responsibility to that child.

The second concept is the notion that children are entitled to an appropriate education. PL 94-142 in its real meat deals with the concept of "appropriate." It says handicapped children are entitled to a free appropriate public education. I'd like to spend a few minutes trying to explain what the law means by "appropriate." What is an appropriate education? It is not a theory. It is a very functional procedural determination. I think it's important to help people understand the distinction between what we might call "professionally appropriate" and what we might call "procedurally" or "legally" appropriate.

First of all, we have to understand who handicapped children are. The law says handicapped children are children who are deaf, blind, seriously emotionally disturbed, childrem with speech handicaps, mentally retarded, specific learning disabilities, etc. - that whole list - who by reason thereof require special education and related services. The first thing it tells us right away is that for the purposes of that law a child with a disability is not necessarily handicapped. Only children who have a disability and who require special education are handicapped. This is an im-

portant concept because it is going to color everything that we're going to talk about and everything that you ought to do in trying to make the distinctions between special education and general education

Secondly, what is special education? The law says special education is specially designed instruction to meet the unique needs of the child. It tells us two things: first, that the child has a unique educational need; and second, that that child requires specially designed instruction to meet that need. Specially designed instruction means instruction that's different from the instruction that other kids get. It is specially designed for that child. If a child does not have a unique educational need even though he has a disability, and the child does not require specially designed instruction, then that child, for the purposes of what we are talking about, is not handicapped. Are there more children with disabilities than there are handicapped children? Yes. Related services, and I won't go into too much detail, are probably the most confusing parts of the law. Related services are only those services that are essential or necessary to support the special education. They are not any service that the child may need in that child's life, but only those services that are essential to the special education. To make a distinction, a child who is in a wheelchair, who can go to school, and who doesn't need any special help, but could use some physical therapy for that child's well-being, - does 94-142 require that child to have physical therapy? The answer is "no." But our special education goal for the child is to teach the child to walk and in order to do this, he/she needs physical therapy. Are we required to provide it? Yes. It may at times be the chicken or the egg question, but it's an important distinction.

Handicapped children who do require special education will vary in terms of the intensity of the special education that they need at any point of their life. The amount of special education versus regular education that a child needs or the amount of specially designed instruction that a child needs, will vary depending upon the child. So we may look at a speech handicapped child and say that child may only require an hour a week or two hours a week of specially designed instruction. We may look at a profoundly retarded child and say that child may need - or at least at this point in that child's education - a total special education program. In other words, the intensity for each child will vary. That intensity will also vary over time so that some children may need an intensive amount of special education this year and very little next year. If we do a good job

with speech handicapped children in the first grade, we shouldn't have as many speech handicapped children in fifth grade. Children will vary over time in the intensity and/or the amount. It is not always less; sometimes it is more for some groups of children as they get older.

This leads us to perhaps the most important thing in all of 94-142. It's a thing called the IEP, Individualized Education Program. I have a feeling if we were to send a questionnaire around the country and ask everybody to define or describe an IEP, we would get as many variations as there were consultants. What is this IEP conceptually? It has really three purposes. Its first purpose is to link need to service. It is the vehicle to determine what the child's programmatic needs are. Its purpose is to look at a kid and say, "This is Johnny Jones' problem, and this is what he needs programmatically." We know that the IEP requires us to have a statement of the child's present level of performance, i.e.: "What the hell's the kid's problem?" Remember, if the kid does not have a unique instructional problem, then he/she is not handicapped. If he/she has one, then we ought to be able to say what it is. In other words, why do we want to deal with this kid? Second, what are the goals and objectives? What do we hope to achieve for this child? What do we want him/her to learn? I guess if we had to write the law over again, we'd do away with the word "objectives" and put another word in its place. We'd call it "gazorts." We'd say, "annual goals and instructional gazorts." Then everybody in the country, all the experts, would come to a meeting in Washington and they would ask the "wizards," "What meanest thou by a gazort?" And the "wizards" would say, "A gazort means so and so," and then the word would go forth. But when you put into the law the word "objectives" no one comes to Washington and says, "What meanest thou by an objective?", because everyone knowest what an objective is. Because people make a living out of objectives. So objectives become behavioral objectives, instructional objectives, or whatever the latest consultant who is getting money to train us tells us that an objective is. We see teachers writing IEPs that range from, as my colleague recently described it, those looking like a blueprint for World War II, to ones that are totally meaningless. Now, what we meant by an objective was something big, something that related and linked need to service. Let me give you an example: We're talking about a severely handicapped child, and we say that the goal for Johnny may be that we want Johnny to improve his self-help skills. An objective would be to learn to dress himself. Now some IEPs that people are

being told to write are so specific to include: "Zipper up, zipper down, right leg in, right leg out, make a big loop with shoelace." Then the parents come in, and they engage in a debate with the educators at the IEP meeting saying, "No, I think we should have 'zipper down' before we have 'zipper up'." The point is that "zipper up, zipper down" is totally irrelevant to the question of where we're going to place Johnny. It doesn't have any bearing really on the question of whether Johnny should be in a special class or in a resource program and whether he should have six hours or two hours of speech therapy. "Zipper up, zipper down" doesn't tell us anything about that. Learning to dress himself may. It may tell us some important things about what kind of teacher to put him with or what kinds of materials and equipment they may need. "Zipper up, zipper down" is certainly important to the teacher. But 94-142 never intended to mess around with the day-to-day planning and things that teachers do. An IEP is not the day-to-day battle plan; it is the long-term planning document. It is a vehicle to link need to placement.

Secondly, it is a communication vehicle between educators and parents about children. It is a vehicle for both sides to talk about the child. That's important for several reasons: (1) a lot of the education of these children takes place, not just at school, but at home, and both parties ought to know what's going on so they can work together; and (2) special education is serious business. The decisions that we make about these children are lifelong and have significant consequences. It's not like being in the bluebird or the robin reading group. These are big, serious, consequential decisions. Therefore, there needs to be good communication and understanding of those decisions; (3) we have a lot things to learn about these children in terms of what goes on at home, because there are a lot of things going on at home that we don't know about in school. We say, "Yes, we taught Johnny last year to dress himself." And we're pleased at school, but he's not doing it at home. It's important that there be that kind of communication, so all parties know what's going on. So it's a communication vehicle.

And, third, it is a monitoring or compliance tool. It is the vehicle to monitor whether children are getting what they need. And that leads us to the term "appropriate." What is "appropriate?" By definition in the law, "appropriate" is an education in accordance with an IEP. Whatever is agreed to in the IEP, if it is provided, then the child is receiving an appropriate education. It is as simple as that. It is not what a panel of 20 experts believe; it is not what a panel of learned scientists believe; it is simply what is agreed to. The only thing that has to happen is

that children have to be provided what was agreed to. So the IEP becomes the tool upon which all of 94-142 revolves. It is not a teacher's instructional tool. Nowhere in the law does it say, for example, that teachers write the IEP. It's an interesting phenomenon. If we were to ask the question: "Who is required to write IEPs?" everybody would say, "Teachers." Nowhere in the law does it say that teachers should write the IEP. In fact, it was never intended for the teacher to write the IEP; it was intended for the teacher to participate in the development of the IEP. The presumption was that the IEP was a document that would conclude the diagnostic and evaluative process. And that tells us something important. What it tells is that the issues in evaluation still tend to be etiological, and that we still make our placements on the basis of Johnny being retarded or Johnny being deaf; then we tell the teacher to look at him and find out what he needs to learn. The intent of 94-142 was to break that. It was to say placement should be made on the basis of instructional questions, not on the basis of etiology. There are as many differences among blind kids as there are among all children. And what we've got to get away from is talking about programs for the blind, programs for the deaf, and for the retarded and talk about programs for Johnny, Mary, and Susie. And we may find more commonalities than we find differences within those programs.

The third PL 94-142 concept we need to understand is "lease restrictive environment," or what I hear you folks fondly call, "mainstreaming." "Somewhere in life there is a great mainstream on which we will all float down the river together." Forgive me my hostility. It's interesting that 94-142 never mentioned the word "mainstreaming." I defy you to find the word in the law. I defy you to find the word in the regulations. I defy you to find the word in any of the literature accompanying the law. And yet, what is this law referred to? The great "Mainstreaming Law." I don't know if it is. Because I don't know what the hell the word means; I truly don't. But semantically it bothers me. I think it's unAmerican. As a city kid from an immigrant family, I lived in a little area, ten square blocks. We didn't know about bilingual education, because nobody spoke English. Even the teachers. But we lived within that little community which you now call "the ghetto," and there were certain streets that we didn't cross because across those streets lived Italians and Germans and certain other groups, and in those days we didn't have a word called "mainstreaming." We had another one: It was called "melting pot." America was the

great melting pot. Well, if you were an immigrant kid, that was a scary thing. You were always terrified that you would be picked up and thrown into the melting pot, and you'd come out looking like an American. Which I thought was an Italian. I thought that this was a nation that celebrated differences. Think about the word "mainstreaming." Imagine going up to black people and saying, "Hey, we're now going to mainstream you, and if you're lucky and we do it well, you'll be white." And we'll tell Spanish-speaking people, "We'll mainstream you, and if you're lucky, you'll come out talkin' as good as I do." We wouldn't dare, but we say it to handicapped people. And what do handicapped people say to us? They laugh. They say, "Mainstreamed? That's nice. I'm going to be mainstreamed. Now if you're going to tell me that being mainstreamed means that I've got the right to a job, the right to housing, the right to an education, the right to marry and the right to own a car, if I've got a right to those things, then fine, I'll be mainstreamed. But if you're gonna tell me that mainstreaming means that I'm like you, then you're crazy. Because if I am deaf, I am deaf. If I am blind, I am blind. And I've worked to get to the point of being proud of that and being capable of being a human being as being handicapped. And don't make the presumption in your concept of mainstreaming that you can bring me into your world and make me like you or that I can function in your world like you."

What does 94-142 say to this issue? It talks about a concept of least restrictive environment. It says that in placement decisions about children we should not place children into programs or take children away from other children any more than is minimally necessary. Does the law say that special schools are illegal? No. Does it say that they are not acceptable? No. Does it say that special classes are wrong? No. All it says is that special classes, special schools, any modification, is wrong if it's not needed. What does the law say? It says to the maximum extent appropriate handicapped children should be educated with non-handicapped children and that special schools, special classes, etc. should only be provided when necessary. Now is that what Dan Rather calls mainstreaming? Are we talking about severely handicapped kids rolling into the chemistry class and breaking the beakers? No. We've got to stop and make a distinction between our philosophies, between our rhetoric, and the realities, because we're confusing people.

I'd like to share with you just a couple of quick myths about least restrictive environment. First myth, least restrictive environment requires that all handicapped children

spend a portion of their day with non-handicapped children. Wrong. It does suggest that many handicapped children and many more than in the past will or should. But all? No. Most handicapped children are presently educated in segregated environments. Right or wrong? Wrong. Most handicapped children have, in fact, always been educated in integrated environments. The least restrictive environment is synonymous with the regular classroom? Wrong. The least restrictive environment is the environment that's appropriate for the child. In some cases, is a special school the least restrictive environment? Yes.

I think that mainstreaming and this whole concept is the greatest ego trip of general education that's ever occurred. Because most general educators really in their hearts believe, even though they're scared, that heaven is a second grade classroom and that all children are just dying to get back to Mrs. Jones' classroom. Well, I hate to tell my colleagues in general education, I hate to remind you, that most kids fought like hell to get out of your rooms, and they're not dying to get back unless they can come back and receive an appropriate education. Regular classroom teachers have to be able to provide special education or specially designed instruction to handicapped children? Yes or no? No. The regulations of the law say that special education may only be provided by people qualified or certified to provide it. The law technically prohibits a regular educator from providing special education. And yet, what are we doing? We're running around telling the regular educator that they're got to learn how to provide special education. What do they need to learn? They need to learn how to provide regular education to children with disabilities. They need to learn how to cope with a child in a wheelchair in the bluebird reading group. Not in a special reading group. They need to learn how to cope with a child in their history class who is blind and using a brailler. Those are the things they need to learn; they do not need to learn how to teach braille.

Handicapped children are exempt from the rules or standards of conduct that are applied to non-handicapped children? No. Handicapped kids are subject to the same rules of conduct or standards that all children are subject to. So if a handicapped kid breaks the chemistry teacher's beakers, he can proceed with any course of action against that child as he would against any other child. And it is terribly important that we explain to our friends in regular education, that they're safe - that the chemistry teacher's beakers are safe.

The last one is that the least restrictive environment can be determined by the group or classification of handicapped children. In other words, that you can determine what is the right environment by classification - what's right for mildly retarded kids or what's right for deaf kids. No. It can only be determined on an individual basis.

Fourth, we've got to help educators to understand how to behave in a non-discriminatory fashion. Of course they have to have the skills necessary to behave in a non-discriminatory fashion, but they must also have the ethics that go along with that, so that they can say, "When forced to, I'll still not behave that way." Let me give you an example: When we were involved in the Diana case in California, Diana was a little girl in a class for the mentally retarded. Diana came home from school every day, did the shopping, did the cooking, did the cleaning, took care of the kids in the family, etc. Diana's only problem in life was that she was in a class for the mentally retarded. Why? Diana was there because the psychologist spoke English, and Diana spoke Spanish. When tested again in Spanish, Diana was cured of mental retardation. Now there are laws that make that illegal. But the point is that it was always morally wrong and professionally unethical to do that. Nowhere in the training of a psychologist, was a psychologist trained to give a test in English to a child who speaks Spanish. In fact, to the contrary. Yet why did that psychologist do it? And why did thousands of psychologists do it? And why do many of them continue to do it? Why? Because the system, they say, compels them to do it, which suggests to me that we have failed as professional preparation programs. If the graduates of our schools can go out and violate the basic ethics and tenents of their training, then it must say something terribly important about the training. And I think it's a serious issue that we're going to have to look at, not just in terms of the testing issue, but in terms of the variety of things that you're talking about at this conference. To what degree are we preparing people in education not just in terms of the skills as teachers or in the subject matter of their education, but what are we doing to prepare them ethically, professionally, so that the psychologist says, "I will not violate the ethics and practice and standards of my training." Or the teacher who is faced with being forced to teach a child that he/she does not have the skills to teach says, "I will not do that," or "I will not do what I know to be wrong." Or the school superintendent who still today says

to the parent of a handicapped child, "We won't educate your child." Or who writes a memorandum to his employees and says, "Look, budgets are pretty tight. Jam up the kids in the referral system. We don't want to see any more kids, 'cause we can't serve them." The question is: That's the behavior of our colleagues, of our students, of the people whom we train. Now either that is what they are being trained to do, or somehow we are failing in terms of the professional standard and ethic of our training, because the people whom we train do it.

The fifth concept of PL 94-142 is procedural safeguards. What 94-142 offers the people is a thing we call "due process," or as many of my colleagues in education have suggested, "more process than is due." A friend recently visited a school district that had in its office a shredder. You know, where you shred paper. And over the shredder was a sign that said, "This is where due process begins." I don't want to go into all kinds of detail on due process and procedural safeguards. The important point is that we exist in a new day and age. The day of the school having total control over children; the day of the school superintendent or the principal, or the teacher being a total authority is gone. We exist in a society of rights. We exist in a society of procedural protections. The due process procedures being afforded to handicapped children are the same procedures that you utilize in your schools and in your faculties if you're questioning dismissal or other matters. Your faculty would be the first to scream bloody murder if their rights were violated in terms of decisions about their employment. They are the same protections that we have known in our system of law. What the court said, what the government now says, is that the decisions we make about children are serious decisions, and we need to assure those children and their families protection in those decisions. What I think is important is that our students need to be prepared to exist in a world of procedural safeguards. Not just in terms of handicapped children, but in terms of all children.

Any person graduating from a teacher-training facility should know about confidentiality and about how to testify in a hearing. Everyone graduating should know about reports, and know what to say and what not to say. People graduating should know how to communicate to parents. These are the essentials that you need for survival. Not for 94-142, but for survival in our schools. I don't see those things in teacher education.

I think in the area of professional responsibility, we've talked about two things: That is, the ethical issues, the legal and procedural issues; and finally, what I would call skill integrity. If we are going to prepare people with skills, then they're got to have some integrity over those skills. So teachers who are being asked to do something for a child and who are not capable, who know they don't have the skills, have to know what they can do and what they can't do and have to have the knowledge and ability to stand up and say, "As a professional, I will not do that, because I don't know how to do that." In the same way, someone who is being asked to operate on a brain who doesn't know about brain surgery should have the right to say, "I will not operate; I don't know how." We've got to help our people whom we train to understand what their skills are, what they can do, what they can't do, and how to know and say, "I need to know what this child needs before I will agree to participate."

And finally, I would ask you and say, as deans and people working on Deans' Grants, you've got to start becoming, in terms of this 94-142, a role model. I spend a lot of time trying to emulate the people who have taught me. What do I see when I go to colleges of education? Do I see handicapped people in those colleges? Do I see facilities that are barrier free or that are accessible? Do I see faculty who are handicapped and/or who are concerned about these issues? The question is the difference between the explicit curriculum that you're trying to effect and the implicit curriculum of your schools. It was very frustrating to sit before the Senate Appropriations Committee yesterday testifying on the need for money and things for the education of handicapped kids and to listen to one institution of higher education after another come in and complain about Section 504 of the Vocational Rehabilitation Act. They say, "What an incredible burden that is," and "If the federal government doesn't put up the money for these things, then we're not going to do it." Etc. Etc. It is very difficult to shift from that to meeting with the deans to talk about how we can alter the curriculum, because we love handicapped children and want to bring that about. But we sure aren't going to alter or bring any hardships on ourselves by bringing handicapped people into our own schools. It's fine; we'll train people so that they can go work in the public schools, but who wants them on my faculty? The question is: "Where's the role model?" How are we going to demonstrate through our own behavior our commitment to change.

And I guess I would only bring you one last message. I don't know how long the money's going to be there for you

to do what you're doing. And if you think that the federal government's going to put this money up for a long time and going to accept change as occurring over the next 20 years, I think you're wrong. We have battles every single day. I've just come back from three days of testifying on Capitol Hill. In fact, the budget committee is meeting this afternoon and voting on the future of all of what we're doing. The Congress is going to start asking very soon, "What are we getting for the dollar?" "What change is occurring?" For some of you this is the third year? Maybe for some, it's less. I think the questions are coming soon; not just from your evaluations, but from others' evaluations of what you are producing and what change is occurring, because we are increasingly tying up more and more money, and the question is, "Is it producing what we're all seeking?"

I would just leave you with a line from my old boss, John Lindsay in New York in which he said, "No society in the world has higher aspirations for individual freedom than ours. Inevitably we fall short. Our task, your task and mine is to make the reality equal to the promise." PL 94-142 is an incredible promise. We're all a part of that promise, and we all hold the key to whether the reality will be equal to the promise. It can happen if we're all willing to take the steps. On behalf of The Council for Exceptional Children, we applaud what you're doing. We support what you're doing. We will continue to fight the battles here in town and elsewhere to help you do it, and we look forward to working with you in the cause and hope that tomorrow will bring reality closer.

State Plans for Personnel Development

Ms. Beverly Brightly from the Division of Assistance to States of the Bureau of Education of the Handicapped and Dr. Jasper Harvey, Assistant Deputy Commissioner, were introduced. They provided information regarding Deans' Grants and B.E.H. in general, the preparation and review process for state comprehansive plans for personnel development, use of Part B funds and pre-service needs and priorities for training specialists.

Priorities exist in meeting the needs of unserved children, both those who have unmet needs and those who are already in the schools. Although Congress expected approximately 12% of the school population to be identified as handicapped, many states report no more than 8%. This has reduced the amount of funding that could be available. A "major initiative" to reach these children is needed.

After these introductory remarks, the state plans for personnel development of several states in the Northeast Region were presented and reacted to by the following persons:

James Micklem - Sara Irby
Virginia Department of Education

Charles Ruch
Virginia Commonwealth University

Lee Herren
Pennsylvania Department of Education

Jack Livingston
Duquesne University

Richard Mainzer
Maryland Department of Education

Jean Harber
University of Maryland

Clarence Calder
University of Connecticut

Although needs, priorities, problems and processes varied for each of the states, many benefits from participation and cooperation in planning became clear through these discussions.

Dr. Harvey emphasized the need and indicated three priorities for the pre-service training of special

educators (early childhood, severely handicapped and general special education). He reviewed data from the National Center for Educational Statistics regarding the number of special education specialists and their rates of attrition. Forty-six states and territories in last year's comprehensive plans reported over 61,000 existing positions vacant.

. . .

Following Dr. Hall's closing remarks Dr. Mitzel, Co-liaison, thanked the conference presenters, participants and hosts. Subsequent regional meetings will be announced through the directors of Deans' Grants.

Conference Evaluation

Evaluation forms were provided in the registration packets, and participants were requested to complete and return them prior to departure on the last day of the meeting. The form, which was designed to provide feedback regarding scheduled events as well as the physical aspects of the conference, is included as Appendix C . Twenty-eight forms were returned. Respondents rated each item 1 (lowest) through 5 (highest) in addition to providing open-ended comments.

The highest-rated program was the professional responsibilities presentation by Fred Weintraub of The Council for Exceptional Children. For this reason, his session was selected to be prepared and distributed to regional schools as an exhibit on tape and in braille as well as being incorporated into the written proceedings of the conference. Half of the respondents (fourteen) indicated that this session was "very important," number 5, the highest possible rating. No one indicated that this program was "not at all important" or "not important." The mean rating obtained for all responses was 4.25 (between "important" and "very important").

The second highest-rated activity was the initial small group sessions which focused on specific problems and concerns of the Deans' Grants/teacher preparation programs. All respondents considered this session to be "somewhat useful," "useful," or "very useful." The mean rating obtained was 4.06 ("useful").

Participants appeared to like the scheduled "breaks" during the program which allowed an opportunity for interaction with presenters and other conference participants. The mean rating for this item was 3.84 (between "extensive" and "very extensive"). They also responded favorably to the three evaluation presentations. This item received a mean of 3.81 (between "somewhat useful" and "useful").

The lowest rating of all items included was the panel response session which dealt with the questions and issues raised by the initial small group sessions. This item received a mean rating of 2.46 (between "not thoroughly" and "somewhat thoroughly").

A number of helpful open-ended comments were received such as:

"In addition to chats with other participants, the opportunity to talk with speakers was great."

"Group was a good size for interaction."

"More small group sessions would have helped."

"Evaluation presentations should have been followed by small group discussions."

"Too much talking at."

"Would have been helpful to know which persons were evaluators of advanced programs."

"Conference was too short for informal exchange of ideas with others during unscheduled meals and before or after sessions. You need to structure that kind of interaction."

"For next conference, possibly disseminate one page abstracts of Deans' Grants in the Northeast Region."

A detailed summary of the total responses received as well as all comments are available and will be forwarded to the planners of the next meeting of the Northeast Region.

Appendix A

PROGRAM

NORTHEAST REGIONAL MEETING OF BEH DEANS' GRANTS PERSONNEL

Holiday Inn-Central, 1501 Rhode Island Avenue, Washington, D. C.

March 29-30, 1979

States Represented: Connecticut, District of Columbia, Massachusetts, Maryland New Jersey, New York, Pennsylvania, Puerto Rico, Virginia.

Theme: Evaluation of Deans' Grants/Teacher Preparation and Related Concerns

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Thursday, March 29, 1979

8:45 A.M. Registration, Coffee and rolls.

9:00 A.M. Opening Remarks and Orientation
Dean C. Corrigan - Co-liaison, Northeast Region
University of Maryland

9:15 A.M. Problem-Identification Groups

10:30 A.M. Break

10:50 A.M. Reports of Problem-Identification Groups
(4 questions prepared by each reporter)

12:15 P.M. Lunch - On Your Own
(Afternoon panel examines questions during lunch)

1:30 P.M. Panel Response to Field-Based Questions
Chair - Harold E. Mitzel - Co-liaison, Northeast Region
Pennsylvania State University

Garry McDaniel, U.S. Office of Education
Gene Hall, University of Texas
Barbara Nadler, Rutgers University
Diane Merchant, American Association of Colleges of Teacher Education

3:00 P.M. Break

3:10 P.M. Evaluation of Deans' Projects
Chair - Jean Hebeler, University of Maryland

1. "Ways to Think About Project Evaluation"
   Diane Reinhard, University of Oregon

2. "An Approach to Evaluation of Colleges and Programs of Education"
   Dexter Chapin, University of Maryland

3. "Concerns-Based Adoption Model"
   Gene Hall, University of Texas

4:30 P.M. Professional Responsibilities in Personnel Preparation
Fred Weintraub, Council for Exceptional Children

5:30 P.M. Reception

Friday, March 30, 1979

8:45 P.M. Coffee and Rolls

9:15 A.M. Analysis and Evaluation of State Plans for Personnel Development to Implement PL 94-142.
Chair - David J. Rhoads, University of Maryland
Beverly Brightly - State Plan Officer, Bureau of Education For The Handicapped

Lee Herren
Pa. State Department of Education

Jack Livingston
Duquesne University

James Micklem - Sary Irby
Virginia State Department of Education

Charles Ruch
Virginia Commonwealth University

Richard Mainzer
Maryland State Dept. of Education

Jean Harber
University of Maryland

Clarence Calder
University of Connecticut

10:45 A.M. Break

11:00 A.M. Wrap-up

Observations on Implementation of PL 94-142
Gene Hall, University of Texas

11:45 A.M. Closing Remarks
Harold E. Mitzel - Co-liaison Northeast Region

12:00 Noon Adjourn

Appendix B

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Appendix C

NORTHEAST REGIONAL MEETING BEH DEANS' GRANTS CONFERENCE EVALUATION

Your response to the following questions will provide useful information for planning future conferences (revising program content, etc.) The evaluation form is divided into two categories. Questions 1-6 concern the actual scheduled events of the conference; while questions 7-8 refer to the physical aspects of the conference itself. For each question, please circle the number of the response which corresponds to your answer. Please feel free to make additional comments/reactions/suggestions. Thank you.

Programming

1. How useful was the "small group activity" (Thurs. A.M.) in focusing in on specific problems/concerns of Deans' Grants/Teacher Preparation programs?

   1. Not at all useful
   2. Not useful
   3. Somewhat useful
   4. Useful
   5. Very Useful

Comments: _____

2. How thoroughly did the "panel response session" (Thurs. 1:30 P.M.) deal with the questions/issues raised by the small groups? (i.e. How useful were the responses?)

   1. Not at all thoroughly
   2. Not thoroughly
   3. Somewhat thouroughly
   4. Thoroughly
   5. Very thoroughly

Comments: _____

3. Overall, how useful/practical was the information provided by the "evaluation presentations" (Thurs. 3:00 P.M.) in looking at your organization?

   1. Not at all useful
   2. Not useful
   3. Somewhat useful
   4. Useful
   5. Very useful

Comments: _____

4. How important was the information presented under "professional responsibilities" (Thurs. 4:30 P.M.) particularly in relation to other issues raised at the conference? (i.e. Were the topics thought-provoking?)

   1. Not at all important
   2. Not important
   3. Somewhat important
   4. Important
   5. Very important

Comments: _____

5. How well did the "evaluation of state plans" (Fri. 9:15 A.M.) deal with the problems/issues of implementing PL 94-142? (i.e. Were the topics "on-target?")

   1. Not at all well
   2. Not well
   3. Somewhat
   4. Well
   5. Very well

Comments: _____ 6 y

6. To what extent did the formally scheduled "breaks" during the program allow for interaction with others attending the conference?

    1. Not at all extensive
    2. Not extensive
    3. Somewhat extensive
    4. Extensive
    5. Very extensive

Comments: _____

Conference Format

7. How well did the conference facilities lend themselves to a conference of this nature? (i.e. How appropriate were the rooms for conducting discussions, exchanging ideas, etc.?)

    1. Not at all well
    2. Not well
    3. Somewhat
    4. Well
    5. Very well

Comments: _____

8. How great an opportunity was there during the conference for the informal exchange of ideas with others? (i.e. before and after sessions and during unscheduled luncheons?)

    1. Not at all great
    2. Not great
    3. Somewhat
    4. Great
    5. Very great

Comments: _____

PLEASE COMPLETE AND RETURN BY 11:00 AM FRIDAY

3-27-79
md